# **TOWN OF COLCHESTER**

# **Growth Center Planning Grant Application**

August 30, 2007

# COLCHESTER GROWTH CENTER PLANNING GRANT APPLICATION

## **CONTENTS**

Form 1: Application Summary	Page 1
Form 2: Planning Profile	Page 2
Form 3: Project Background	Page 3
Form 4: Description of Tasks	Page 7
Form 5: Work Plan and Budget Summary	Page 10
Form 5 (a): Budget Supplement	Page 12
Form 6: Resolution for Municipal Planning Grant	Page 13
Letter of Support from CCRPC	Page 14
Map #1	Page 15

## **APPLICATION SUMMARY**

Applicant Municipality Town of Colchester	·
Has your municipal plan and planning process been confirmed by your Regional Plan	nning Commission? Y
Grant Administrator <u>Brenda Green</u>	<u>.</u>
Title Planning Director . Daytime Phone 802.20	
Address 835 Blakely Road, P.O. Box 55, Colchester, VT 05446-0055	
E-Mail Address <u>bgreen@town.colchester.vt.us</u>	•
Backup Contact Person Sarah Hadd	
Title Town Planner . Daytime Phone 803.264.5602	<u>:</u>
Address 835 Blakely Road, P.O. Box 55, Colchester, VT 05446-0055	<u>.</u>
E-Mail Address shadd@town.colchester.vt.us	•
Project Title Proposed Colchester Growth Center	•
Grant Amount Requested: \$40,000	
Note: A letter of support for the project must be included from yo Commission indicating that the area being considered for a growt appropriate and that the RPC will remain engaged in the process planned growth center is consistent with the regional plan. (See att	h center appears to help assure the
To the best of my knowledge and belief, information in this application is true and correauthorized by the Legislative Body(ies) of the applicant. We understand that the receipt agreement to comply with all applicable state requirements.	
(Signature of Grant Administrator)	
Brenda Green, Town Planning Director  (Deinted (keys of recognition))	
(Printed/typed name and title) (Date signed)	

## PLANNING PROFILE

Name of Municipality	Town of Colchester .
Most recent plan adoption da	ate July 10, 2007 .
Indicate if you have adopted	or are planning to adopt (check all that apply)
Activity	Date of adoption
Y Zoning regulations	
Y Subdivision regulation	ns
Downtown Designation	n Plan
Village Designation Pl	an
YNew Town Center Pla	ın
Y Design review or histo	ric district
Y Development review b	oard
Y Capital improvement	budget and program (for transportation, recreation & schools)
Y Impact fees	
GIS permit tracking	
Y_Official map	
Y Shore land regulations	s
Y_Flood plain regulation	s and maps
Y Health regulations	
Y Conservation commis	sion
Y Non-regulatory progr	rams, describe: Water Quality Committee designed to advise on water quality
measures for Mallets Bay and	other water sources in town.
Other, describe:	

1) Project background: Please describe the background and planning context for your town's interest in applying for Growth Center designation. Include any growth center planning that has occurred to date either at the regional or town level. Include any public discussion concerning growth center planning, and expressed interests from the property owners or developers within the potential growth center. Colchester lacks the traditional downtown or village core that characterizes Vermont municipalities. In 1922 the historic heart Colchester, the Village of Winooski (home to the Town's commercial/industrial core and to two-thirds of its population) separated to become an independent city. Absent a core, the Town was left largely as a rural agricultural community. Since then, development occurred in other locations in town, much of it when land use planning was not a common activity in Vermont. Development took place along Rt.15, attracted by St. Michaels College and Fort Ethan Allen, and especially after the IBM facility in Essex Junction began its growth curve in the 1970's. Mallets Bay continued to attract vacation and second home services. The construction of I-89 Exit 16 at Rt.2/7 created another magnet for development. Given these attractions, it is not surprising that other locations in town remained rural and increasingly residential.

To bring order to growth Colchester established a strong land-use planning and regulatory program. A major step, set forth consistently in Town Plans in 1997 and 2002, has been the establishment of a new core for the municipality anchored on a planned village-scale growth center at the intersection of Rt2/7 with Severance/Blakely Road, commonly known as Severance Corners.

The goals of the Severance Corners growth center are to attract development into a dense, mixed-use area and to reduce development pressure on rural agricultural land. The 2007 Colchester Town Plan says:

The area is confined to properties around the intersection (of Rt2/7 and Blakely/Severance Roads) and future interchange (with the CIRC Highway) and is surrounded by low and rural density zoning districts. The Town adopted General Development 3 zoning for this area to promote a dense, mixed use village type development patter for this area. The area is intended to contain pedestrian amenities and connectivity, community spaces and access to public transportation. Development in this area should be balanced in terms of residential and commercial development. As the growth center develops, residential density increases may be considered especially to help the commercial uses be more viable.

The Vermont Growth Center Program offers Colchester a critical tool to implement its planning program. While we have built the proposed growth center into our zoning bylaw with higher densities and smaller parcel sizes than surrounding residential and agricultural zones, the Town Plan recognizes that

One of the predominant benefits of State designation of a growth center is prime agricultural soil mitigation rights which makes it beneficial to develop with growth centers and infill development and more restrictive to build on agricultural soils outside of those areas.

Because most of the land in Colchester that can be developed is also classed as primary agricultural soil, the Town can best preserve those soils for productive use or as open space if it can employ the tools offered through the Growth Center Program.

In the 2006 Chittenden County Regional Plan, the proposed growth center is located in a "Village Planning Area". The Plan's policies for this type of planning area stipulate:

A Village Planning Area is a compact area of mixed-use activities that maintains the character of a Vermont village. This type of Planning Area is intended to serve its local surroundings as a municipal center where people can live, work, shop and recreate.

Other chapters of the *Regional Plan* present policies that relate specifically to the Village Planning Areas, recommending that they

- Provide for the commercial, cultural, educational, employment, industrial (when compatible), institutional, and recreational needs of local residents and employers;
- Have a high priority for public sewer and water infrastructure and for transportation investments (including non-motorized modes) to support future development; and
- Be developed in accordance with local plans and bylaws to allow for higher-density, mixed-uses, employing design standards that incorporate alternatives to automotive transportation, ensure the compatibility of nearby land uses and minimize adverse impacts on natural resources and ecosystem health.

The first component of Colchester's new core is the New Town Center designated by the Vermont Downtown Board on July 23 of this year. Planning for the New Town Center revealed that it cannot accommodate a majority of forecasted population and development over the next twenty years. CCRPC forecasts indicate that "a majority" of Colchester's population growth will equal approximately 3,837 housholds by 2025, while "a majority" of new employment will be 5,167. For 2030 those majority totals reach 4,121 households and 5,330 employees. A CCRPC build-out analysis for the proposed Severance Corners growth center indicated that its current design is adequate for household growth to 2025, but that it is too small to accommodate a majority of growth forecasted for 2030. The proposed growth center can easily accommodate forecasted employment growth for both end years. The Town will adjust the growth center boundaries as a product of this grant.

During the past four years, the Town worked closely with property owners in the proposed growth center to guide the design, mix of uses and density of their development. Property owners have been very supportive of the Town's policies and priorities. New construction at Severance Corners is the initial phase of development designed to implement the town's vision for a new village core.

**2) Growth Center Description:** Please describe the general area that will be considered for growth center designation. If feasible, include a map of the town that depicts the intended or conceptual growth center area (or boundary, if this has been determined). The map should include a designated downtown, village or new town center area that is either already designated or will be applied for concurrent with or prior to the growth center designation. Please see Map #1. The core of the proposed growth center is located at the junction of Rt.2/7 and Blakely/Severance Roads, known locally as "Severance Corners". The growth center will be adjacent to Colchester's New Town Center, designated by the Vermont Downtown Board on June 26, 2007. We have drawn boundaries for the growth center in a way that will avoid the need to extend town water and sewer infrastructure across undeveloped lands, and will avoid working farms.

3) Benefits/Challenges: Discuss why the town wants to be designated as a growth center, including the potential benefits for the town. Discuss any barriers or challenges to growth center implementation that you may foresee. The Town seeks formal designation of its proposed growth center because to implement fully the vision set forth in our 2002 and 2007 Town Plans for creation of a true core or village for the Town, we will need the incentives available from program benefits.

The first challenge is to complete the design of the proposed growth center. As indicated above, the CCRPC build-out analysis demonstrated that the proposed growth center is too small to accommodate a majority of household growth forecasted for 2030. The Town needs the funds from this planning grant to refine the layout of the final growth center to fully accommodate residential growth to 2030.

The second challenge for Colchester is to develop credible information on the impact its proposed growth center will have on the designated Downtowns in Burlington and Winooski, and on the designated Village Center in Essex Junction. This task is especially difficult for Colchester because of the complex market relationships among these four municipalities. If Colchester can use funds from this grant to work with consultants to develop a credible model for defining the interplay within this complex submarket, the model will become a standard for use in other parts of the state. Absent funding from this grant, it will be extremely difficult for the Town on its own to provide the Downtown Board and the PCG with adequate evidence to measure such impacts.

#### 4) Competitiveness:

- > Demonstrate strong demonstration of readiness to move forward with the funded project in order to apply for growth center designation. Colchester has completed most of the work needed for Growth Center designation, including a Master Plan for the New Town Center at Severance Corners, a town-wide housing needs assessment in 2005, a Bike/Ped Plan for Severance Corners in 2007, and a new town plan update in 2007 to reflect the preliminary growth center planning. The Town now needs financial support for consultant services to put all these complex pieces together and to generate the other detailed information required in a designation application. Given Colchester's size, the complexity of its land use issues and it relationship to neighboring municipalities, this is a sophisticated technical planning task that the Town will complete only with great difficulty if limited to its own resources.
- Demonstrate compelling reasons for applying for designation including how specific needs can be addressed through designation and an understanding of the potential challenges ahead. Colchester needs to achieve formal designation of its growth center as soon as possible to ensure that our planning goals are achieved. We need the incentives provided through the program, especially the clearly defined agricultural lands mitigation requirements, to focus inevitable future development in the dense, compact forms necessary to conserve important remaining natural resources and open space in the rest of the town. Access to the TIF financing tool and priority in State funding programs will enable the town to provide the infrastructure, including wastewater treatment, needed to focus development in the proposed growth center. Potential challenges to completing a successful growth center designation application have been described in other responses. Challenges the Town sees ahead are not exclusive to Colchester, they will impact any

town trying to create growth centers. Such challenges include raising adequate revenue to maintain infrastructure and initiate transit services and building a tradition of the new growth center as a "focal point" for the community.

> Demonstrate momentum within growth center planning process (ie how far along the town is in the planning process, demonstration of public awareness and support). Colchester has developed substantial momentum toward completion of its growth center planning process. Beginning in 1996, the Town worked closely with property owners in what is now the New Town Center on the design of their mixed-use development. In 2001 the owner of three-quarters of the land in and around the New Town Center contracted with RTKL Associates, a consulting firm based in Washington DC, to complete a master plan for build out of the northwest, southwest and south east quadrants of Severance Corners.

The Town has completed most of the research necessary for a growth center designation, including:

- A bike/ped plan done by Wilbur Smith and the CCMPO
- A housing needs assessment done by Burnt Rock Associates
- A population and employment forecast and a build-out analysis done by the CCRPC
- A master plan for mixed-use development in the proposed growth center done by the property owner
- A traffic analysis of the Severance Corner intersection done by property owners/developers. We have also built the proposed growth center into town documents such as the 2007 *Colchester Town Plan* and into our implementing zoning bylaws.
- Support from the planning commission and select board, as well as any identified stakeholders; The Selectboard's support for the growth center at Severance Corners is best indicated by their adoption of town plans in 2002 and 2007 that incorporate descriptions and policies outlining the Colchester's land use goals for that area. In addition, the Planning Commission has prepared, and the Selectboard adopted, zoning and other bylaws that implement not only the proposed growth center, but also the other smart growth principles inherent in such planning.
- > Support from the Regional Planning Commission showing that the growth center being considered is consistent with regional planning efforts: CCRPC has strongly supported Colchester's goal for creating a growth center at Severance Corners, providing day-to-day work in the State House on growth center legislation, a build-out analysis to help with the layout of the proposed center, and substantial time during the past three weeks preparing applications to the State's Growth Center program. The CCRPC is committed to work with the town and its consultant during the next year to complete the growth center plan. See the attached letter from CCRPC.
- > Demonstrated intent to work with the Planning Coordination Group through the growth center planning process. The Town of Colchester is eager to work with the Planning and Coordination Group to achieve a final layout of the Severance Corners Growth Center. The Town has already consulted with the CCRPC and the Forum on Sprawl to get feedback on preliminary design. Further, the Town consulted Vermont Downtown Program staff as it completed design of the New Town Center that anchors the proposed growth center. This record demonstrates the Town's interest in critique of its planning and suggestions for improvement.

#### **Growth Center Plan Project Description**

Please outline the tasks and timeline for the planning project: (The information you provide on this form will be summarized on Form 4).

#### Task #

#### **Detailed Description of Task and Timeline**

- 1. The Colchester Town Planner and Director of Planning and Zoning will assemble a Growth Center Committee consisting of members from the Colchester Select Board, Planning Commission, Development Review Board, Recreation Board, Board of Library Trustees, Economic Development Board, property owners, and interested citizens. While representation from all Boards and properties is desired, this Committee will hopefully consist of no more than ten persons besides Town Staff. This Committee will oversee the growth center application process, will assist in developing answers to the questions posed in the application, and will assist in implementing the growth center. This Committee will be staffed by the Town Planner and/or the Director of Planning and Zoning and will meet as needed throughout the process. The Committee will be formed in early October 2007.
- 2. The Colchester Town Planner and Director of Planning and Zoning will draft and distribute request for proposals for a Project Team consisting of a land-use planner, a designer such as an architect or landscape architect, a GIS technician, and an economist. Responses will be evaluated by the Committee. The Director will oversee drafting and signature of a contract. All proposals must be consistent with 24 V.S.A §76A and 117 and the Municipal and Regional Plan. The Director will be responsible for day-to-day oversight of the contract. The team will meet with the Committee and staff as necessary for information gathering. The team shall also make formal presentations to the Committee at public informational meetings. October 2008
- 3. The Colchester Town Planner and Director of Planning and Zoning will draft and distribute request for proposals for a graphic artist and printer. Responses will be evaluated by the Committee and the selected Project Team. The successful graphic artist and printer will work with the Project Team to produce the preliminary and final application. The Director will oversee drafting and signature of a contract. The Director will be responsible for day-to-day oversight of the contract. October 2007.
- 4. The consultant team will conduct a thorough literature search of local and regional planning documents relevant to the growth center application such as the Chittenden County Regional Plan, the Colchester Town Plan, local and regional housing studies and growth projections, local zoning, local capital plans, local public works' specifications and standards, approved and proposed projects within the growth center, traffic studies and plans for the growth center, alternative transportation plans for the growth center, and all available and relevant maps. The literature search will also entail familiarization with traditional Vermont centers so that the planned growth center can be compared to the densities, walk-ability, and all other relevant aspects of Vermont's downtowns and villages. The team will also familiarize itself with the

- growth center application process and any submitted applications. The team will meet with and correspond with staff from the Regional Planning Commission and Town Planning Office as necessary to answer questions and clarify data. October through December 2007.
- 5. The Project Team will meet with the Committee to develop a strategy to address the questions posed in the growth center application narrative. The Town of Colchester has done considerable work on its regulations to meet growth center requirements and part of the application will entail listing and explaining these efforts. The Committee can be of assistance to the Project Team in this aspect. Subcommittees may be formed to answer individual criteria of the application. The Project Team will assemble and prepare these answers for the application. December 2007 June 2008.
- 6. An aspect of the growth center application requires mitigation planning for natural resources, specifically primary agricultural soils. The Town of Colchester has developed a transfer of development rights ordinance to help address this issue, however this ordinance has never fully been implemented because it appears cumbersome and unwieldy to the farming community. The Project Team will be asked to evaluate this ordinance and provide feedback to the Committee on alternatives, variations on the ordinance, and/or implementation measures. A land bank initiative will be considered. Recommendations for an appropriate and effective localized mitigation program will be produced. March 2008 September 2008
- 7. The Project Team will develop twenty-year growth projections for the proposed growth center. This will require analysis of population growth, housing growth, and economic growth. Previous studies such as the Colchester 2003 Housing Study, the CCRPC 2007 Build-Out Analysis, and the 2007 Town Plan will be evaluated. The Project Team will work with the Colchester Planning Office as well as the Regional Planning Commission to ensure that local projections correlate with regional projections. Since the Town of Colchester does not have a strategic economic development plan, the majority of the efforts in developing these projections will likely focus on economic forecasting. January 2008 May 2008
- 8. As part of developing the economic forecast, local and regional retail supply and demand will need to be defined and evaluated by the Project Team. Community-serving and destination retail will be separated and analyzed as part of this process. The Project Team will work with the Regional Planning Commission to identify any relevant work already completed at a regional level. June 2008 August 2008
- 9. The Project Team will work with the Chittenden County Regional Planning Commission to refine the Build-Out Analysis conducted by the Commission for the Town as part of the interim growth center benefits application. The Project Team will recommend alternatives to be run in the build out based upon the answers developed as part of the work specified in Task Six. The Project Team will work with the Regional Planning Commission to explain and document the build out analysis and process. June 2008 August 2008
- 10. A civic space and management plan for the growth center will be devised by the project team working in coordination with the Committee. This plan will identify necessary and preferred

civic features, such as a satellite library, and will locate these features within the growth center. A management plan for civic features, such as a farmers' market or privately owned parks, will be developed to ensure a variety of civic amenities are available and maintained within the growth center. July 2008 – September 2008

- 11. The Project Team will meet with Town staff and relevant consultants that previously provided services to the Town to document transportation and alternative transportation plans for the growth center. The Project Team and Committee will also meet with the Colchester Select Board at this interval to discuss transit service planning for the growth center and preferred alternatives. The Project Team will integrate this comprehensive transportation planning effort into the application. August 2008 October 2008
- 12. GIS maps necessary for the application will be assembled using existing resources available from the Regional Planning Office. New data layers will be created as necessary. All work will be done to VCGI standards. August 2008 October 2008
- 13. The Project Team will develop a preliminary application that includes a growth center map, a regional map, growth projections, a build-out analysis, a resource map, and a narrative. The Project Team and Committee will seek feedback on the preliminary application from the Planning Coordination Group and revise the application accordingly. October December 2008
- 14. A final application will be prepared as a culmination of all previous tasks. The Project Team will work with the graphic artist to create a well-organized, graphic application with integrated supporting materials that will be easily read. The final draft will be printed and submitted for formal review. December 2008- January 2009

FORM 5 WORK PLAN BUDGET

			Personnel			Materials	Total
T	Responsibility	Completion			Total	& Equip.	Cost Per
Task # and Name	(staff, volunteers, consultants)	Date	Hours	Hourly Rate*	Cost	Cost	Task
	Director of Planning & Zoning		5 hrs.	\$38.49			
	Town Planner		4 hrs.	\$34.72		\$50 postage	
1. Form Growth Center Committee	10 volunteers	October 2007	2 hrs ea.			& copies	
	Director of Planning & Zoning		4 hrs.	\$38.49			
	Town Planner		4 hrs.	\$34.72		\$150	
2. Project Team Selection	10 volunteers	October 2007	2 hrs ea.			advertising	
	Director of Planning & Zoning		3 hrs.	\$38.49			
	Town Planner		3 hrs.	\$34.72			
	10 volunteers		1 hrs ea.			\$100	
3. Graphic Artist & Printer Selection	Project Team	October 2007	2hrs.	\$80	\$160	advertising	
•	Director of Planning & Zoning		6hrs.	\$38.49			
	Town Planner	December	4hrs.	\$34.72			
4. Literature Search	Project Team	2007	30hrs.	\$80	\$2400		
	Director of Planning & Zoning		60hrs.	\$38.49			
	Town Planner		40 hrs.	\$34.72			
	10 volunteers		20hrs ea.	, , ,		\$150	
5. Narrative	Project Team	June 2008	120 hrs.	\$80	\$9600	advertising	
	Director of Planning & Zoning		15hrs.	\$38.49			
	Town Planner		10hrs.	\$34.72			
	10 volunteers	September	2 hrs ea.	40		\$50	
6. Mitigation Planning	Project Team	2008	40hrs.	\$80	\$3600	advertising	
5	Director of Planning & Zoning		10 hrs.	\$38.49	*	8	
	Town Planner		5 hrs.	\$34.72			
	10 volunteers		1 hrs ea.	40			
7. Growth Projections	Project Team	May 2008	90 hrs.	\$80	\$7200		
, , , , , , , , , , , , , , , , , , , ,	Director of Planning & Zoning	11211) 1111	5 hrs.	\$38.49	47-00		
	Town Planner		2.5 hrs.	\$34.72			
	10 volunteers		1 hrs ea.	ψ3 1.72			
8. Retail Economic Forecast	Project Team	August 2008	30 hrs.	\$80	\$2400		
	Ĭ				+		
	Director of Planning & Zoning		6 hrs.	\$38.49			
	Town Planner		6 hrs.	\$34.72			
	10 volunteers Project Team	August 2008	1 hrs ea. 30 hrs.	\$80	\$2400		
9. Build Out Analysis		1 Amount 2000	271 640	0.011	\$'74M	1	1

Task # and Name	Responsibility (staff, volunteers, consultants)			Hourly Rate Total Cost		Materials & Equip. Cost	Total Cost Per Task
	Director of Planning & Zoning		7 hrs.	\$38.49			
	Town Planner		3 hrs.	\$34.72			
	10 volunteers	September	3 hrs. ea.			\$50	
10. Civic Space & Management Plan	Project Team	2008	50 hrs.	\$80	\$4000	advertising	
	Director of Planning & Zoning		7 hrs.	\$38.49			
	Town Planner		4 hrs.	\$34.72			
	10 volunteers		2 hrs ea.	400	04.600	\$50	
11. Comprehensive Transportation Plan	Project Team	October 2008	20 hrs.	\$80	\$1600	advertising	
12. GIS Maps	Project Team	October 2008	10 hrs.	\$80	\$800	\$500 prints	
1	Director of Planning & Zoning		10 hrs.	\$38.49		1	
	Town Planner		5 hrs.	\$34.72			
	10 volunteers	December	2 hrs ea.			\$50	
13. Preliminary Application	Project Team	2008	20 hrs.	\$80	\$1600	advertising	
	Director of Planning & Zoning		15 hrs.	\$38.49			
	Town Planner		5 hrs.	\$34.72		\$50	
	10 volunteers		2 hrs ea.			advertising	
44.77	Project Team		34.25 hrs	\$80	\$2740	\$1000	
14. Final Application	Graphic Artist	January 2009	18.75 hrs.	\$80	\$1500	publication	
* Please provide backup documentation for hourly	rate, e.g. consultant letter with fees, etc.			TOTALS			
	· ·			TOTAL FU	NDS REQ	UESTED	\$40,000

### FORM 5 (a)

## **Budget Supplement**

Document additional resources which may supplement this project. The 10% match requirement should be outlined in this form.

Describe Source(s) of Other Funds and whether these funds have been committed to the project.

The additional funds for this project will be in-kind municipal staff time assigned to complete the administrative work during the period of this grant project, as well as all costs for postage, advertising, copies and publication.

The breakdown is as follows:

(by th typing transo	Postage and copies Advertising Advertising Advertising Advertising Advertising Advertising Printing Advertising Printing Advertising Publication  Subtotal  administrative time — e Development Review Coordinator) g and posting agendas cribing minutes	\$ 50.00 \$ 150.00 \$ 100.00 \$ 150.00 \$ 50.00 \$ 50.00 \$ 50.00 \$ 50.00 \$ 50.00 \$ 1000.00 \$ 2200.00 \$ 1658.70
postir	ng, recording and mailing minutes	
	nance office time – , receiving and tracking	\$ <u>342.63</u>
	TOTAL	\$4201.33

## RESOLUTION FOR MUNICIPAL PLANNING GRANT

WHEREAS, the last for said funding;		receive an award of fur	is applying for funding as provided for in ands under said provisions; and
		ousing and Community	y Affairs may offer a Grant Agreement to this Municipality
	the municipality h		o provide local funds for municipal and regional planning or special meeting to provide local funds for municipal and
Now, THEREFO	RE, BE IT RESC	OLVED	
	Legislative Body nt program;	of this Municipality en	nters into and agrees to the requirements and obligations of
2. that the	Municipal Planni	ing Commission recom	nmends applying for said Grant;
Zaf	Bludevich	<u>.</u>	
		g Commission Chair)	(Signature)
	3.	that the Legislat	ive Body of this Municipality hereby designates
(Name a to execu		t Administrator)  1 information necessary	y for the completion of said application, to execute the may be necessary to secure funds, and to administer this
Municip	pality's performan	nce of the provisions of	f the Grant Agreement.
Passed this	_ day of		
		LEGISLAT	ΓIVE BODY *
(Typed name)			(Signature)
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* With permission of The above resolu	the legislative body,	this resolution may be signed	 